

## Message Text

CONFIDENTIAL

PAGE 01 STATE 111628  
ORIGIN EUR-12

INFO OCT-01 ISO-00 DODE-00 PM-04 SSO-00 NSCE-00 USIE-00  
INRE-00 CIAE-00 INR-07 L-03 ACDA-07 NSAE-00 PA-01  
SS-15 PRS-01 SP-02 TRSE-00 NSC-05 OC-06 CCO-00  
/064 R

DRAFTED BY EUR/RPM:DSKINNEY  
APPROVED BY EUR/RPM:WSHINN, JR.  
OASD/ISA:DOL. ALLAN  
EUR/RPM:JFROEBE  
JCS:COL. BENEDICT  
PM:CAPT. GROSE  
-----180219Z 053431 /12/43

O 161519Z MAY 77  
FM SECSTATE WASHDC  
TO USMISSION NATO IMMEDIATE  
INFO USNMR SHAPE BELGIUM IMMEDIATE  
USCINCEUR STUTTGART IMMEDIATE  
USDEL MC BRUSSELS IMMEDIATE

C O N F I D E N T I A L STATE 111628

HOLD FOR OPENING OF BUSINESS

C O R R E C T E D C O P Y (LAST PARA OF MSG (L) LINE 5)

E.O. 11652: GDS

TAGS: PARM, NATO, MPOL, AFIN, AORG

SUBJECT: NATO HEADQUARTERS COMMAND POST EXERCISES

RE: (A) USNATO 9027, DTG 181625Z FEB 77; (B) USNATO 2087,  
-- DTG 0821550Z APR 77; (C) USNATO 1900, DTG 011730Z  
-- APR 77; (D) USNATO 2087, DTG 0821500Z APR 77; (E)  
-- USNATO 2134; DTG 131548Z APR 77; (F) USNATO 2136,  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 STATE 111628

-- DTG 131609Z APR 77; (G) USDELMC 265/77,  
-- DTG 21161Z APR 77; (H) USNATO 2423, DTG 261645Z APR 77;  
-- (I) USNATO 2859, DTG 071424Z MAY 77

SUMMARY: THIS CABLE GIVES GUIDANCE ON NATO HEADQUARTERS  
EXERCISES HILEX 8 AND WINTEX-CIMEX-79, WITH WHICH WE  
AGREE IN CONCEPT AND WHICH SHOULD PROCEED AS SCHEDULED.

WE ARE STILL CONSIDERING--AND WOULD APPRECIATE MISSION VIEWS ON--SOME ASPECTS OF CONDUCT OF WINTEX-CIMEX, ON THE LEVEL OF HEADQUARTERS INVOLVEMENT IN HILEX'S AND WINTEX'S, AND ON PROBLEMS OF GENERAL ALERT AND DESIGNATION OF HOSTILE COUNTRY WHICH EMERGED FROM EXPERIENCE OF WINTEX 77. END SUMMARY.

1. NATO CIVIL AND MILITARY AUTHORITIES RUN ALTERNATING COMMAND POST EXERCISES (CPX'S, INVOLVING NO TROOPS OR EQUIPMENT) CAPTIONED HIGH-LEVEL EXERCISE (HILEX) AND WINTER EXERCISE (WINTEX).

2. EACH TYPE OF EXERCISE EMPHASIZES A DIFFERENT ASPECT OF ALLIANCE READINESS AND CRISIS MANAGEMENT. WE FEEL THAT THE WINTEX SERIES IS PRIMARILY A TOOL FOR THE MAJOR NATO COMMANDERS TO TEST MILITARY PROCEDURES. WE VIEW THE HILEX SERIES AS A BASIC TOOL FOR THE DPC TO TEST POLITICAL CONSULTATION AND DECISION MAKING ARRANGEMENTS AND PROCEDURES AND, WHEN FEASIBLE, TO PERMIT FREE PLAY ON CIVIL AS WELL AS MILITARY PROBLEMS AND RESOURCES.

3. SACEUR HAS PROPOSED THAT WINTEX 79 BE EXPANDED TO INCLUDE A CIVIL-MILITARY EXERCISE (CIMEX) AND THAT NATO HEADQUARTERS SPONSOR WINTEX-CIMEX 79. GIVEN THE TIME AND FUNDING CONSTRAINTS ON THE DPC AND HEADQUARTERS PARTICIPATION WHICH ARE EMERGING, ONE OPTION MAY BE A MINIMUM DPC INVOLVEMENT IN 1979, BUT MISSION SHOULD LAY OUT ALL OTHER REMAINING ALTERNATIVES FIRST. IT MAY ALSO BE AN OPTION THAT WINTEX BE ALLOWED TO REMAIN A PRIMARILY MILITARY EXERCISE, BUT WE FEEL THAT CIMEX ELEMENT SHOULD BE ADDED AND CONFIDENTIAL

CONFIDENTIAL

PAGE 03 STATE 111628

THAT NATO HEADQUARTERS SHOULD SPONSOR THE EXERCISE BY MAXIMIZING THE USE OF CURRENT PERSONNEL RESOURCES.

4. HILEX-8 IN 1978 SHOULD BE MAINTAINED AS THE CIVIL-MILITARY EXERCISE. US ELEMENTS PLAYING WILL INCLUDE STATE, DOD, JCS AND FPA.

5. MISSION SHOULD PROVIDE DETAILED RECOMMENDATIONS ON LEVEL OF NATO HEADQUARTERS INVOLVEMENT IN HILEX AND WINTEX EXERCISES. WE FEEL THAT THE DPC SHOULD PLAY BOTH THE HILEX AND WINTEX SERIES, AND THAT THEY SHOULD HAVE FULL NATO HEADQUARTERS SUPPORT AS THEY WOULD IN A REAL WORLD CRISIS. TO THIS END, NORMAL BUSINESS AT HEADQUARTERS SHOULD BE SUSPENDED OR MINIMIZED TO THE EXTENT POSSIBLE FOR A SHORT PERIOD BEFORE AND DURING THE ALLIANCE'S TESTS OF ITS ABILITY TO MANAGE OR MEET THE THREAT OF WAR.

6. MANY OF THE PROBLEMS RAISED BY THE PLAY OF WINTEX-77 WILL TAKE TIME TO CONSIDER AND SOLVE. NEITHER HILEX NOR

WINTEX SHOULD BE CANCELLED OR POSTPONED. ANALYSIS OF WHAT WE WANT OUT OF CRISIS MANAGEMENT GAMING SHOULD PROCEED IN PARALLEL WITH ACTUAL EXERCISE PLANNING.

-- (A) TO FOLLOW UP ON THE CRITIQUE OF WINTEX-77, WE WOULD APPRECIATE FURTHER MISSION VIEWS ON THE PROBLEMS OF DECLARATION OF GENERAL ALERT AND DESIGNATION OF HOSTILE COUNTRIES. WE ARE INTERESTED IN YOUR ASSESSMENT AS TO WHETHER THE SHORTCOMINGS OBSERVED IN THESE AREAS WOULD OCCUR IN AN ACTUAL SITUATION OR ARE GENERATED BY THE WINTEX GAMING ENVIRONMENT. WE ARE CONCERNED THAT A REAL WORLD CLIMATE MIGHT BE GENERATED WHEREIN NATIONS WOULD FEEL CONSTRAINED FROM UNILATERAL ACTIONS IN PROVIDING SACEUR WITH EARLY MILITARY CONTROL OF SOME FORCES WHILE A POLITICAL CONSENSUS WAS BEING SOUGHT.

-- (B) WE AGREE THAT DECLARATION OF GENERAL ALERT AND CONFIDENTIAL

CONFIDENTIAL

PAGE 04 STATE 111628

DESIGNATION OF HOSTILE NATIONS NEED ANALYSIS, CLARIFICATION AND REFINEMENT. WE SHALL AWAIT MISSION VIEWS AND RECOMMENDATIONS OF ALLIANCE MILITARY AUTHORITIES.

-- (C) WE CAN ENVISION A WELL-DRAFTED SET OF MARITIME RULES OF ENGAGEMENT IN WHICH ONLY MAJOR OR ESCALATORY CHANGES WOULD REQUIRE DPC CONSIDERATION, ESPECIALLY SINCE SELF-DEFENSE OF UNITS IS ALREADY BUILT INTO ALLIANCE PROCEDURES.

-- (D) WE BELIEVE THAT BOTH HILEX-7 AND WINTEX-77 DEMONSTRATED THAT THE ALLIANCE SHOULD MAKE PLAY BY PUBLIC INFORMATION OFFICIALS AN INTEGRAL PART OF EXERCISE PLAY.

-- (E) DPC AGENDAS SHOULD BE FULL AND SELF-EXPLANATORY STATEMENTS OF THE ISSUES WHICH NATIONS ARE TO ADDRESS AND DECIDE.

-- (F) IF CRISIS CONDITIONS DEMAND, WE CAN ENVISION A COMBINED MEETING IN WHICH THE MILITARY COMMITTEE IS ASKED TO DEBATE AND MAKE ITS RECOMMENDATIONS EITHER SIMULTANEOUSLY OR IN THE PRESENCE OF THE DEFENSE PLANNING COMMITTEE, RATHER THAN HAVING NATIONS TABLE THEIR VIEWS IN TWO FORA AT A COST OF ALMOST A FULL DAY.

-- (G) NATIONS SHOULD EXCISE FROM THE DRAFT SCENARIO EVENTS WHICH THEY CONSIDER TO HAVE MORE POTENTIAL FOR REAL WORLD POLITICAL DAMAGE THAN MERITED BY THE VALUE OF COMMON PLAY BY ALLIES.

-- (H) AN ORANGE RESPONSE CELL WOULD ADD REALISM AND

FLEXIBILITY TO ALLIANCE GAMING. THIS WAS RECOMMENDED AFTER HILEX-7 AND SHOULD BE UUILT INTO HILEX AND WINTEX-79.

-- (I) WE BELIEVE THAT ANY RESPONSE CELL SITTING IN  
CONFIDENTIAL

CONFIDENTIAL

PAGE 05 STATE 111628

PLACE OF THE DPC SHOULD HAVE NATIONAL REPS SO THAT IT CAN IN FACT MAKE MINIMAL RESPONSES, IF NOT GENERATE PLAY. SUCH A RESPONSE CELL SHOULD HAVE THE SUPPORT OF SUBORDINATE BODIES, AS WOULD THE DPC ITSELF. OTHERWISE, IT IS NOT WORTH HEADQUARTERS OR NATIONS PLAYING SUCH TIME SEGMENTS -- THEY WOULD BE BETTER DONE BY COMPRESSED-TIME SCENARIOS. COMPRESSED TIME COULD ALSO BE USED TO ALLOW MORE CONVENTIONAL CONFLICT BEFORE POSSIBLE RESORT TO NUCLEAR WEAPONS.

-- (J) POLITICAL REALISM IN SCENARIOS WOULD BE IMPROVED BY WIDER PARTICIPATION OF ALL DPC MEMBER-COUNTRY PLANNERS, AND A FINAL DPC REVIEW AIMED PARTICULARLY AT ELIMINATING EVENTS WHICH NATIONS WILL NOT WANT TO PLAY FORTHRIGHTLY AND CONSTRUCTIVELY IN AN ALLIANCE SETTING. HOWEVER, IT IS IMPERATIVE THAT SCENARIOS BE AS REALISTIC AS POSSIBLE IN THE INTEREST OF ACTUALLY TESTING POLITICAL CONSULTATION AND DECISION ARRANGEMENTS AND PROCEDURES. THE TYPE OF

EVENT WHICH SHOULD BE ELIMINATED IS ONE WHICH IS NOT ONLY SENSITIVE BUT HIGHLY, REPEAT HIGHLY, IMPROBABLE. SUCH AN EVENT MAY BE IMPORTANT ENOUGH TO BE DISCUSSED IN OTHER ALLIANCE FORA SUCH AS THE PERMREPS LUNCH.

-- (K) FREE PLAY MAY OCCASIONALLY LEAD TO CONFRONTATION AMONG OR BETWEEN ALLIES BUT AN EXERCISE DRIVEN TOTALLY BY SCENARIOS IS TOO STATIC TO JUSTIFY THE RESOURCES WE PUT INTO THESE TESTS.

-- (L) IN NATO EXERCISES, WITHOUT HARD POLITICAL CHOICES AND THE REALISM OF FREE PLAY, WE ARE ONLY TESTING PROCEDURES TO SEE IF THEY EXIST, RATHER THAN TO SEE IF THEY OPORATE; THEREFORE, IT IS IMPORTANT THAT A PROPER

BALANCE BE OBTAINED BETWEEN RISK AND REALISM. IN THE FINAL ANALYSIS, THERE IS NO PRACTICAL WAY TO TRAIN NATIONS TO TAKE THE RIGHT DECISIONS THROUGH ANY EXERCISE.  
CONFIDENTIAL

CONFIDENTIAL

PAGE 06 STATE 111628

THE BEST THAT CAN BE EXPECTED IS THAT PLAYERS WILL ASK THE

RIGHT QUESTIONS IN RESPONSE TO SCENARIO SITUATIONS AND  
AVAIL THEMSELVES FULLY OF THE INFORMATION  
PROVIDED IN REACHING THEIR DECISIONS.

CHRISTOPHER

CONFIDENTIAL

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01-Jan-1994 12:00:00 am  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** INSTRUCTIONS, POLICIES, ALLIANCE, MILITARY EXERCISES  
**Control Number:** n/a  
**Copy:** SINGLE  
**Sent Date:** 16-May-1977 12:00:00 am  
**Decaption Date:** 01-Jan-1960 12:00:00 am  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 22 May 2009  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1977STATE111628  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** DSKINNEY  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Expiration:**  
**Film Number:** D770196-1092, D770173-0469  
**Format:** TEL  
**From:** STATE  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1977/newtext/t19770552/aaaabsyq.tel  
**Line Count:** 229  
**Litigation Code IDs:**  
**Litigation Codes:**  
**Litigation History:**  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Message ID:** 1a51be92-c288-dd11-92da-001cc4696bcc  
**Office:** ORIGIN EUR  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 5  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** n/a  
**Retention:** 0  
**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
**Review Date:** 05-Oct-2004 12:00:00 am  
**Review Event:**  
**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 2503167  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** NATO HEADQUARTERS COMMAND POST EXERCISES RE: (A) USNATO 9027, DTG 181625Z FEB 77; (B) USNATO 2087, -- DTG 0821550Z APR 77; (C) USNATO 1900, DTG 011  
**TAGS:** PARM, MPOL, AFIN, AORG, US, NATO  
**To:** NATO BRUSSELS  
**Type:** TE  
**vdkgvwkey:** odbc://SAS/SAS.dbo.SAS\_Docs/1a51be92-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009